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Human rights and mass exoduses

Report of the Secretary-General

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I. INTRODUCTION

1. In its resolution 46/127 of 17 December 1991, the General Assembly, inter alia, again invited all Governments and intergovernmental and humanitarian organizations concerned to intensify their cooperation with and assistance to world-wide efforts to address the serious problems resulting from mass exoduses of refugees and displaced persons, and also the causes of such exoduses; requested all Governments to ensure the effective implementation of the relevant international instruments, in particular in the field of human rights, as this would contribute to averting new massive flows of refugees and displaced persons; invited the Commission on Human Rights to keep the question of human rights and mass exoduses under review with a view to supporting the early-warning arrangement instituted by the Secretary-General to avert new massive flows of refugees and displaced persons; noted with appreciation the emphasis placed by the Secretary-General, in his annual report on the work of the Organization, on the need to develop the capacity of the United Nations for early warning and preventive diplomacy to help deter humanitarian crises; took note of the report of the Secretary-General on human rights and mass exoduses (A/46/542), and reiterated its request that future reports include information concerning the modalities and operations of early-warning activities to avert new and massive flows of refugees; specially encouraged the Secretary-General to continue to discharge the task described in the report of the Group of Governmental Experts on International Cooperation to Avert New Flows of Refugees (A/41/324, annex), including the continuous monitoring of all potential outflows, and to implement the recommendations of the Joint Inspection Unit (JIU) contained in its report entitled "The coordination of activities related to early warning of possible refugee flows" (A/45/649 and Corr.1, annex); requested the Secretary-General to make the necessary information available to the competent United Nations organs, bearing in mind the recommendations of JIU on coordination; welcomed the establishment by the Administrative Committee on Coordination of the Ad Hoc Working Group on Early Warning regarding New Flows of Refugees and Displaced Persons with a mandate to develop an effective early-warning system related to possible flows of refugees and displaced persons, including practical measures of cooperation and procedures for gathering, analysing and disseminating information in a timely manner to all concerned, and to make recommendations on the need for an inter-agency consultative mechanism; urged the Ad Hoc Working Group to carry out its mandate and submit to the Administrative Committee on Coordination (ACC) in 1992 its report on the early-warning mechanism to be established; requested the Secretary-General to report to the General Assembly at its forty-seventh session on the strengthened role that he is playing in undertaking early-warning activities, especially in the humanitarian area, as well as on any further developments relating to the recommedations contained in the report of the Group of Governmental Experts on International Cooperation to Avert New Flows of Refugees; invited the Secretary-General to keep the General Assembly informed of the efforts to follow up recommendations of JIU; and invited the Secretary-General to include in his report to the Assembly at its forty-seventh session detailed information on the programmatic, institutional,

administrative, financial, and managerial efforts instituted to enhance the capacity of the United Nations to avert new flows of refugees and to tackle the root causes of such outflows.

2. The Commission on Human Rights, in its resolution 1992/63 of 3 March 1992, while reiterating the above-mentioned invitation and request addressed to all Governments and international organizations concerned, inter alia, again invited the Secretary-General, all intergovernmental agencies and offices, as well as international agencies concerned, speedily to implement the recommendations contained in the report of JIU on the coordination of activities related to early warning of possible refugee flows; requested the Secretary-General to intensify his efforts to develop the role of the Secretariat to strengthen the coordination of information-gathering and analysis with agencies so as to provide early warning of developing situations requiring the attention of the Secretary-General, as well as to provide a focal point within the United Nations system for policy response, including identification of the policy options for the Secretary-General; welcomed the establishment of the position of Emergency Relief Coordinator; urged the Secretary-General to attach a high priority and allocate the necessary resources to the consolidation and strengthening of the system for undertaking early-warning activities in the humanitarian area by, inter alia, strengthened coordination among relevant offices of the Secretariat concerned with early warning, including the Office of the Emergency Relief Coordinator, and organizations of the United Nations system, and, in particular, the Office of the United Nations High Commissioner for Refugees, the Centre for Human Rights and the relevant specialized agencies, for the purpose of ensuring, inter alia, that effective action is taken to identify human rights abuses which contribute to mass outflows of persons; welcomed the establishment by ACC of the Ad Hoc Working Group on Early Warning regarding New Flows of Refugees and Displaced Persons, with a mandate to develop an effective early-warning system, and the request of the General Assembly in its resolution 46/127 that the Ad Hoc Working Group submit to ACC in 1992 its report on the early-warning mechanism to be established; and looked forward to the report of the Secretary-General to the Assembly at its forty-seventh session.

3. In view of his reporting responsibility under those resolutions, the Secretary-General, on 8 May 1992, addressed notes verbales to all Governments and letters to United Nations bodies, specialized agencies and intergovernmental and non-governmental organizations concerned and requested them to provide him with information and views relating to the recommendations contained in the report of the Group of Governmental Experts. The replies received from Armenia, Australia, Canada, Cuba, Ecuador, Finland, Germany, Iraq, Morocco and Uruguay are reproduced in annex I to the present report; the replies received from the Food and Agriculture Oraganization of the United Nations (FAO), as well as from the International Fédération Terre des Hommes and the Refugee Policy Group are reproduced in annexes II and III, respectively.

II. ACTION TAKEN BY THE SECRETARY-GENERAL

4. The new Secretary-General assumed office on 1 January 1992 and undertook to restructure the United Nations Secretariat. The relevant decisions, which were announced in February 1992, have had a profound impact on the manner in which the issue of human rights and mass exoduses is handled by the United Nations. The most significant measures, as far as this issue is concerned, were the dissolution of the Office for Research and the Collection of Information (ORCI) and the absorption of its functions in the reconstituted Department of Political Affairs (DPA) and the newly created Department of Humanitarian Affairs (DHA). The Secretary-General, in response to General Assembly resolution 46/182, had appointed an Emergency Relief Coordinator and established the Department of Humanitarian Affairs headed by the Coordinator as Under-Secretary-General who assumed his new functions in April 1992.

5. As requested under General Assembly resolution 46/127 and Commission on Human Rights resolution 1992/63, as well as other relevant resolutions, the Secretary-General has sought to monitor matters related to human rights and mass exoduses and to strengthen the early-warning role of the United Nations in this area, including humanitarian aspects, in the light of the recommendations contained in the report of the Group of Governmental Experts. The organizational changes described above resulted in the assignment to the Department of Humanitarian Affairs and the Department of Political Affairs of joint responsibility for such monitoring and early warning.

6. As reported in the previous report on this item, ACC in April 1991 set up an Ad Hoc Working Group on Early Warning regarding New Flows of Refugees and Displaced Persons. This group met on several occasions at Geneva with a view to developing an effective early-warning system related to possible flows of refugees and displaced persons and making recommendations for an inter-agency consultative mechanism. The Ad Hoc Working Group concluded its deliberations on 26 June 1992 and adopted by consensus its draft report to ACC. The Ad Hoc Working Group further decided that the Department of Humanitarian Affairs should become the focal point in this new consultative arrangement, subject to the concurrence of ACC.

7. Some progress has been achieved in the computerization of early-warning data gathering. In this context, the decision of the General Assembly at its forty-sixth session to establish a special post for this task during the biennium 1992-1993 was extremely helpful. Efforts are currently under way to introduce computer-assisted monitoring and analysis of relevant data in the Department of Political Affairs. A similar approach to the monitoring function is also under active consideration in the Department of Humanitarian Affairs both in New York and Geneva. If this work advances without further interruption and is properly funded, computerized early warning as it relates to the numerous root causes of mass exoduses should become fully operational in the near future. This capacity will greatly assist the Secretary-General and the humanitarian offices in the early detection of incipient mass flight and thereby enable the United Nations to respond effectively and in a timely fashion to prevent crises in their early stages.

8. The system-wide consultative mechanism for early warning of potential mass exoduses is expected to become effective in early 1993. This will constitute another significant step towards implementation of the mandate under General Assembly resolution 46/127.

ANNEX I

Replies received from Member States

ARMENIA

[Original: English]

[16 July 1992]

1. The Government of the Republic of Armenia is in agreement with General Assembly resolution 46/127 of 17 December 1991 and Commission on Human Rights resolution 1992/63 of 3 March 1992.

2. We consider these resolutions to be of paramount importance to Armenia since our country has been deeply affected by the influx of approximately 500,000 refugees and displaced persons, as a result of human rights violations committed by the Government of Azerbaijan against the people of the Republic of Nagorno-Karabakh. Another 30,000 refugees have recently arrived in Armenia from the Shahumian district and Martakert region of Nagorno-Karabakh. The influx of refugees continues to exacerbate the difficult situation that had already existed in Armenia as a result of the catastrophic earthquake of 1988.

3. Although humanitarian assistance has been slow in coming, and for political reasons has been hindered by third parties, the Republic of Armenia has continued to promote and protect human rights and fundamental freedoms despite its limited resources. The Republic of Armenia is committed to resolving the refugee problem while continuing to respect the basic rights of the refugees.

AUSTRALIA

[Original: English]

[28 August 1992]

1. While Australia agrees with the substance of the recommendations contained in the report of the Group of Governmental Experts on International Cooperation to Avert New Flows of Refugees (A/41/324, annex), we are concerned about the use of the term "refugees" in its broadest sense throughout the document, but particularly in paragraphs 66-72, where it is not used in the sense of the 1951 Convention relating to the Status of Refugees.

2. Given the increasingly normative value attached to international law, and the tendency of the judiciary in many countries to draw on international instruments in forming their judgements, we consider that "refugee", as a term of art, should be used more precisely. To this end we believe that in most

cases the better phraseology would have been "refugees and displaced persons" - for example in paragraphs 66 (a), (b), (c) and (e) and also in paragraphs 67 to 72. The two exceptions relate to paragraphs 66 (f) and (g).

3. Paragraph 66 (f) exemplifies the sort of confusion which arises when terms of art are misapplied. In so far as the "norms" spoken of exist, they apply only to Convention refugees. (Certainly Australia could not accept it as having application to a broader class of people). Therefore paragraph 66 (f) should only be regarded as referring to "refugees" in the 1951 Convention sense, in contradistinction to the usage throughout the rest of the document.

CANADA

[Original: English]

[10 August 1992]

1. As the lead sponsor of resolutions entitled "Human rights and mass exoduses" in both the General Assembly and the Commission on Human Rights, the Government of Canada wishes to reiterate the importance it attaches to this subject.

2. The Government of Canada endorses the recommendations contained in paragraphs 66 to 68 of the report of the Group of Governmental Experts on International Cooperation to Avert New Flows of Refugees. In particular, the Government of Canada welcomes the request contained in paragraph 67 for greater cooperation among States and between States and relevant bodies and organs of the United Nations in order to prevent new massive flows of refugees.

3. In this regard, the Government of Canada endorses the invitation in Commission on Human Rights resolution 1992/63 to Governments and intergovernmental and humanitarian organizations concerned to intensify their cooperation and assistance in world-wide efforts to address the serious problems resulting from mass exoduses of refugees and displaced persons, and also the causes of such exoduses.

4. The Government of Canada attaches particular importance to paragraph 6 of Commission on Human Rights resolution 1992/63, in which the Secretary-General was encouraged to continue to take the necessary steps to discharge the function and responsibilities described in the report of the Group of Experts on International Cooperation to Avert New Flows of Refugees, including the continuous monitoring of all potential outflows, keeping in mind the recommendations of the Joint Inspection unit in its report on the coordination of activities related to early warning of possible refugee flows (A/45/649 and Corr.1, annex). The Government of Canada notes that the General Assembly, in its resolution 46/127, encouraged the Secretary-General to implement the recommendations of the Joint Inspection Unit.

5. The Government of Canada welcomes the request in paragraph 12 of Commission on Human Rights resolution 1992/63 that the Secretary-General intensify his efforts to develop the role of the Secretariat to strengthen the coordination of information-gathering and analysis with international organizations in order, inter alia, to provide a focal point within the United Nations sytem for policy response. In the view of the Government of Canada, the Emergency Relief Coordinator would be the appropriate choice as this focal point. The attempt to identify emergencies in the making complements his task of coping with emergencies which have occurred. Moreover, the multiple and diverse causes of mass movements of populations (noted in General Assembly resolution 46/127) and the various United Nations agencies that may be involved in any given instance highlights the need for a constant focal point and makes the Emergency Relief Coordinator the logical choice for this role.

CUBA

[Original: Spanish]

[1 September 1992]

1. The Government of the Republic of Cuba attaches great significance to international cooperation to avert new flows of refugees, and to national policies to avert internal displacements or exoduses. It therefore calls for the implementation of the relevant recommendations made by the United Nations High Commissioner for Refugees. It does so even though on Cuban territory there are no mass displacements and none of the causes which, in accordance with the general provisions of the Convention relating to the Status of Refugees and the Protocol thereto, define and characterize the term "refugee" - including, by extension, on humanitarian grounds. Cuba is a country which stands out for having given asylum to a large number of refugees ever since the triumph of the Revolution, and for having taken good care of them free of charge.

2. Our country is not yet a party to the Convention relating to the Status of Refugees, but it has maintained close links with the Office of the United Nations High Commissioner for Refugees (UNHCR) in providing for the thousands of Latin American, African and Caribbean refugees to whom it has given asylum and this has earned it the gratitude of that international organization. Particularly noteworthy has been the assistance, rehabilitation and repatriation operation carried out by the Government of Cuba in cooperation with UNHCR and the International Committee of the Red Cross, which has so far benefited 2,212 Haitian citizens.

3. This operation for the protection of Haitian refugees was preceded by another successful project in the same field which included the reception, care and subsequent repatriation of Chilean, Uruguayan and other refugees from the Southern Cone of Latin America, and of Namibian children and adolescents.

4. My Government, as has previously been stated, considers that the Group of Governmental Experts on International Cooperation to Avert New Flows of

Refugees should draw attention to the need to eradicate what are usually the exogenous causes of such flows. In addition, it should highlight the unjust international economic order, the material and social inequalities and the interventionist policies which affect not only international but also internal flows.

5. My country deems equally important the question of the prejudicial and in many cases criminal political manipulation of responses leading to massive flows of refugees or emigrants, exposing them to dangers of all kinds, including mortal danger.

6. In addition to the situation of economic and political refugees and those who are fleeing the destabilizing consequences of armed conflicts and foreign interference, there are the hardships suffered by those who have moved to poor countries that do not have the necessary resources and depend solely on the humanitarian assistance of UNHCR. The resulting human plight calls for careful consideration and thorough analysis.

7. The Government of the Republic of Cuba considers that measures to protect refugees against all forms of discrimination and against forced repatriation or expulsion should be applied as the basic minimum rules for the treatment of such persons and for the safeguarding of human rights.

8. Attention should also be drawn to the definition of the term "refugees", which has been clearly laid down by the competent international bodies but which, for political reasons, has not always been respected by certain Governments when it has come to granting refugee status. Those Governments have recognized as refugees persons who are merely emigrants who for economic reasons have left their countries in search of better economic conditions, especially when their own countries are affected by stringent and discriminatory economic and trade measures.

9. Lastly, mention should be made of the situation in certain countries, which, for the reasons referred to above, are affected by migratory phenomena and to which, for the same reasons, not as many emigrants as would like to return are able to do so.

ECUADOR

[Original: Spanish]

[2 July 1992]

1. Ecuador, as a party to the 1951 Convention relating to the Status of Refugees and the 1967 Protocol thereto, has cooperated in the broadest possible manner with the efforts of the Office of the United Nations High Commissioner for Refugees (UNHCR) to find just, lasting and appropriate solutions for refugees and displaced persons.

2. Ecuadorian legislation provides for preventive regulations that have enabled the provisions of the relevant international instruments to be implemented. An example was the enactment, on 6 May 1992, of the Regulation for the implementation in Ecuador of the principles contained in the 1951 Geneva Convention relating to the Status of Refugees and in the 1967 Protocol thereto (a copy of the relevant Official Gazette is annexed hereto). In addition, Interministerial Agreement No. 00003 of 1991 stipulated the arrangements authorizing officially recognized refugees to modify their migratory status and entitling them to exemption from payment of the dues payable under consular tariff regulations.

3. The State of Ecuador, steadfast in its defence of humanitarian principles, has supported the agreements and concerted plans for resolving the problems of refugees and displaced persons in general, and welcomed the holding of the International Conference on the Plight of Refugees, Returnees and Displaced Persons in Southern Africa and the International Conference on Central American Refugees.

4. It consequently supports the resolutions aimed at improving the complex situation of refugees and displaced persons in Southern Africa and Central America and at providing humanitarian assistance and relief and ensuring rehabilitation and resettlement. It also supports any contribution that the Organization of American States might make to efforts to strengthen peace and consolidate democracy in the southern hemisphere, reiterating its call for member countries to become parties to the inter-American instruments for the protection of human rights and to recognize the competence of the Inter-American Commission on Human Rights and the Inter-American Court of Human Rights.

5. The 1991 reports of the Inter-American Commission and Court of Human Rights make no reference to individual cases involving Ecuador.

6. There are currently 24 refugees and 44 dependants, recognized by the Government, resident in Ecuador.

7. Ecuador has demonstrated its concern about the question of the mass exoduses of refugees and displaced persons in the world. It has maintained a policy of support and protection for the victims of such displacements and has worked in cooperation with the United Nations High Commissioner for Refugees on the question of migratory flows, in particular from neighbouring countries, as they affect Ecuador, and the treatment such migrants should receive in Ecuadorian territory.

8. It is therefore in favour of strengthening the United Nations system which is responsible for investigating and implementing a mechanism for early warning of possible massive flows of displaced persons.

9. Ecuador supports all draft resolutions designed to solve the problem of displaced persons and strengthen existing United Nations protection mechanisms.

FINLAND

[Original: English]

[23 September 1992]

1. The Government of Finland agrees with the views set forth in General Assembly resolution 46/127 and Commission on Human Rights resolution 1992/63. The international community will have to pay increasing attention to the early warning of mass movements of refugees and persons of a similar status and to the ways and means of averting such movements. This may take place effectively only by directing enough attention to the reasons of the refugee problem, including wide-scale violations of human rights in any potential countries of origin.

2. No international agreement has been made to safeguard the legal position of persons who have migrated for humanitarian reasons. This complicates the creation of a coherent international set of principles applicable to mass exoduses.

3. The Government of Finland notes that the Convention relating to the Status of Refugees and the Protocol thereto deal only with persons who have become refugees on account of oppression or violence or a threat thereof. The Convention and Protocol are not thus relevant with respect to persons who have been received because of a need for protection or for humanitarian reasons, without any threat of personal oppression or violence. Therefore, the Convention cannot be applied to mass refugees who have migrated because of inhuman conditions in general. In that case, it is not possible to grant asylum either.

4. Where mass movements of populations are caused by inhuman conditions, due to a war or an armed conflict, in the country of origin, Governments should be active and contribute to the achievement of peaceful solutions. The root causes of the problems should be addressed anyway, whether they be natural disasters, famine or inhuman conditions in the country of origin. The international community should cooperate in an effort to alleviate the consequences of crises in a humanitarian manner.

GERMANY

[Original: English]

[21 August 1992]

1. The Government of the Federal Republic of Germany welcomes the particular attention which the Secretary-General of the United Nations continues to devote to the issue of international cooperation to avert new flows of refugees, as emphasized in the letter of 8 May 1992 from the Centre for Human Rights at the United Nations Office at Geneva. Germany itself is the destination of considerable refugee flows. Against this backdrop, the Federal

Government looks forward with great expectation to the Secretary-General's report to the General Assembly at its forty-seventh session on his activities in this area, as requested in paragraph 20 of resolution 46/127.

2. From an early date, the Federal Government has paid special attention to the issue of international cooperation to avert new flows of refugees and took the initiative in 1979 in the attempt to include this increasingly important topic in the agenda of the General Assembly. This initiative was followed by the exhaustive work done by the Group of Governmental Experts on International Cooperation to Avert New Flows of Refugees appointed by the General Assembly. The findings of the Group were examined by the General Assembly at its forty-first session, after more than three years' work, and approved in resolution 41/70 of 3 December 1986, which was adopted by consensus.

3. The Federal Government is convinced that this thorough analysis of the reasons behind refugee flows and possible ways of averting them will continue to be of great importance and topicality. Since the General Assembly first turned its attention to this matter, the problem of refugee flows has become even greater in all parts of the world. It confronts the international community with increasingly difficult tasks, which cannot be mastered solely using the traditional means of humanitarian and social emergency relief. It is becoming increasingly clear that UNHCR, too, which plays a major role in this field, has reached the limits of its capacity.

4. Besides the international community's abiding obligation to mitigate the effects of flight and expulsion, it is more than ever vital that effective measures be taken to reveal and combat the causes of refugee flows. Refugee movements must be prevented from developing. That would not only help to ease the burden on the international community but, first and foremost, spare the people concerned great suffering and hardship.

5. The multitude of possible political, socio-economic and natural causes of refugee flows requires all countries alike, first of all, to refrain from action prompting flows of refugees and, what is more, do everything to prevent their emergence. In this context, respect for human rights and basic freedoms is one of the central obligations of countries. The violation of this obligation often triggers flows of refugees, as stated in General Assembly Resolution 46/127. All Governments are therefore called upon to respect and protect human rights in order to avoid causing new flows of refugees.

6. Experience has shown, particularly in the last few years, that other factors besides violations of human rights have contributed considerably to the highly unstable internal conditions in various countries as a result of political, social and cultural tension which has caused large sections of the population to flee their home regions. The Federal Government takes the view that a policy aimed at promoting stability, social equality and respect for human rights in a situation of this kind is the most appropriate means of restoring citizens' confidence in their Government. Such a policy is also an important prerequisite for the internationally attested right to return of citizens who have already fled a country. Preventing new flows of refugees

and the return of refugees to their home countries are, therefore, very closely connected.

7. Against this background, the Federal Government would like to emphasize once more the Secretary-General's responsibility in this sphere, in particular as regards further improvement in the instruments for the early detection of situations that can give rise to flows of refugees, both in terms of evaluating the information gathered in this way and of introducing appropriate measures to prevent conflicts. The Federal Government encourages the Secretary-General to use the power vested in him to the full in this area.

8. The Federal Government will continue to filfil all the obligations contained in resolution 41/70 in its own country, thereby ensuring that the Federal Republic of Germany itself does not become a point of departure for refugee flows.

IRAQ

[Original: Arabic]

[12 August 1992]

1. As a matter of principle, Iraq is cooperating with States and international organizations and is concerting its endeavours with those of the United Nations and the humanitarian organizations concerned, particularly in the field of human rights, with a view to obtaining early warning in order to avert the problem of mass exoduses or deal with it whenever it occurs for various reasons such as natural disasters or international or regional armed conflicts which force the population of nearby regions to move away and, sometimes, to enter neighbouring States.

2. It must be emphasized, however, that the refugee problem should be kept within its humanitarian framework, in accordance with international humanitarian law, and no opportunity should be afforded for States to politicize human rights issues for their own purposes. There is a need to put an end to interference in the internal affairs of States where such interference transcends the desire to safeguard human rights and provides an opportunity for biased States to endanger national security. We also wish to express our reservations in regard to Commission on Human Rights resolution 1992/63, in which an attempt is made to magnify this problem by portraying it as a danger to international peace and security, since this transfers the problem from its humanitarian framework into a political context in which it can be exploited by some major Powers in their own political interests, as is currently happening in some parts of the world.

3. Iraq supports the humanitarian content of General Assembly resolution 46/127 and Commission on Human Rights resolution 1992/63 and believes that there is a need diligently to seek practical and rapid solutions to the tragedy of the Palestinian refugees who have been displaced and scattered in various parts of the world since 1948 as a result of Israel's occupation.

MOROCCO

[Original: French]

[30 July 1992]

The recommendations in paragraph 66 of the report of the Group of Governmental Experts on International Cooperation to Avert New Flows of Refugees prompt the following comments:

(a) The recommendations contained in subparagraphs (a), (b), (c) and (e) setting out a series of preventive measures, are relevant and conducive to averting new massive flows of refugees. However, the fact that they relate only to the countries that potentially generate such migratory flows prevents them from achieving their intended goals. Because of the many economic, political, social and ethnic difficulties of those countries, compounded sometimes by ethnic rivalries, any domestic measures they take are ineffective if they are not supported by concerted international efforts, especially on the part of the developed countries.

(b) It is true that the prevention of new flows of refugees is primarily the responsibility of the countries in which the causes of those flows lie. None the less, the rest of the international community has the duty to take its share of responsibility in a global preventive strategy, inter alia by taking concerted action as soon as the first signs of migratory flows appear.

(c) The recommendations would consequently be improved by a more balanced approach to the preventive measures, calling on all countries in a position to provide aid and assistance to the countries of origin to do so in order to address the root causes of refugee flows.

(d) The recommendation contained in subparagraph (e) concerning international cooperation is not sufficiently clear as to the kind of cooperation expected. It should have specified that it included economic cooperation, which should neither involve conditionality nor afford scope for any right of interference in the affairs of others.

(e) Lastly, the recommendation contained in subparagraph (f) is also one-sided in regard to the obligations of States when massive flows of refugees occur, since it specifies only what the countries of origin "should" do, and not the duties of the countries of asylum. It would therefore have been appropriate to have drawn attention also to the latters' obligations to provide refugees with proper protection in accordance with the provisions of the 1951 Convention relating to the Status of Refugees, as well as their duty to prevent the forcible refoulement of such refugees to their home countries on the pretext that they are economic migrants.

(f) Furthermore, although the best solution to be recommended with regard to refugees is for them to return home voluntarily and for measures to be adopted that will facilitate their return, which must be an inalienable

right of refugees, the other solutions advocated by the Office of the United Nations High Commissioner for Refugees must not be neglected, namely resettlement in a country of asylum and settlement in a third country.

(g) The recommendation would thus cover all aspects of the responsibilities of the States of origin and those of the countries of asylum regarding respect for the rights of refugees.

URUGUAY

[Original: Spanish]

[1 July 1992]

1. General Assembly resolution 46/127 of 17 December 1991 and Commission on Human Rights resolution 1992/63 of 3 March 1992, both concerning "human rights and mass exoduses", provide for a strengthening of the role of the Secretary-General in early-warning activities, especially in the humanitarian area, and welcomed the establishment by the Administrative Committee on Coordination of an Ad Hoc Working Group on that subject, with special emphasis on the request made by the General Assembly in resolution 46/127.

2. Having in mind the recommendations that this Ad Hoc Working Group will make in due course, our country, as a Member State, is pleased to make the following comments in connection with the section entitled "Recommendations":

(a) Paragraph 66 (a): Throughout its democratic history, the Eastern Republic of Uruguay has consistently upheld the principles contained in the Charter of the United Nations, especially the principles of non-intervention, the right of peoples to self-determination and refraining from the use or threat of force;

(b) Paragraph 66 (b): Similarly, it has always advocated the peaceful settlement of international disputes and friendly and cooperative relations among States;

(c) Paragraph 66 (c): Strict respect for human rights being the cornerstone of the democratic organization of the State, there have been no causes or factors that could lead to massive flows of refugees in the Republic;

(d) Paragraph 66 (d): Similarly, Uruguay has promoted the full realization of civil, political, economic, social and cultural rights, without any discrimination on grounds of nationality, as provided for in the Constitution of the Republic;

(e) Paragraphs 66 (e), (f) and (g): Although there are no massive flows of refugees or causes which might lead to such flows in its territory, our

country abides by and promotes the prevailing principles of international law on the subject, and advocates international cooperation as a means of preventing such flows or mitigating their consequences.

ANNEX II

Replies received from United Nations bodies, specialized agencies and intergovernmental organizations

FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

[Original: English]

[13 August 1992]

1. In line with General Assembly resolution 46/127 and Commission on Human Rights resolution 1992/63 and the conclusions and recommendations of the Group of Governmental Experts on International Cooperation to Avert New Flows of Refugees, and in support of the Secretary-General's efforts to alleviate the human suffering of millions of refugees and displaced persons, FAO has attached priority to its activities in helping to address their requirements.

2. Through its Global Information and Early Warning System (GIEWS), FAO assesses and monitors crop and food supply conditions and the food requirements of the population, including refugees and displaced persons in countries which are actually experiencing difficulties or where problems may arise in future from man-made and natural causes. Intensive monitoring of the food supply situation is being carried out in drought-affected countries in Western, Central, Eastern and Southern Africa, which are also facing simultaneously the impact of refugees and displaced persons. The food requirements of refugees and displaced persons are included in GIEWS reports on countries in Eastern Europe and Asia as well. The assessments are provided to the donor community in order to mobilize the required international assistance.

3. FAO has provided inputs to the consolidated United Nations inter-agency appeals for international assistance in the Horn of Africa, Southern Africa and Cambodia, which include refugees and displaced persons. FAO works closely in the preparation of the appeals with the newly established United Nations Department of Humanitarian Affairs (DHA), which has been assigned responsibility for the coordination of emergency matters within the United Nations System. It may be mentioned that FAO and DHA have worked out detailed arrangements for mutual cooperation and collaboration. FAO has also participated in the ACC Ad Hoc Working Group on Early Warning regarding New Flows of Refugees and Displaced Persons since its establishment in 1991.

4. FAO continues to provide assistance to developing countries in the formulation of national disaster preparedness plans. The Organization also assists in the establishment of national and regional early-warning systems as components of food security arrangements, which promote stability of supplies with emphasis on vulnerable groups, including refugees and displaced persons.

5. With regard to mass exoduses caused by civil strife, FAO has provided emergency relief and humanitarian support, through its representations in Côte d'Ivoire, Guinea and Sierra Leone, to refugees from Liberia at the outbreak of civil war in the country.

6. In the Latin American and Caribbean region, FAO has been associated with efforts undertaken in the framework of the International Conference on Central American Refugees and attended various meetings, including that held in San Salvador, El Salvador from 7 to 8 April 1992. In the case of Latin America and the Caribbean, a Special Alert regarding the Food Supply Situation in Haiti was made by GIEWS at the end of February 1992, and a number of emergency relief projects are being carried out by FAO in the region.

7. Problems related to human rights and mass exoduses are also evident in the regions of former Yugoslavia and the former Union of Soviet Socialist Republics. At the request of the European Economic Community, FAO has mounted a mission to assess crop production prospects and the food situation in the Commonwealth of Independent States. FAO's efforts will concentrate on monitoring the food situation and related developments in the agricultural sector in former Yugoslavia and the former Soviet Union.

ANNEX III

Replies received from non-governmental organizations

INTERNATIONAL FEDERATION TERRE DES HOMMES

[Original: French]

[17 August 1992]

1. The International Federation Terre des Hommes (FITDH) fully endorses the recommendations set out in document A/41/324, especially those concerning development as the best way of preventing flows of refugees from the South to the North.

2. According to United Nations projections, the world population, which totalled 5.3 billion at the beginning of 1990, should rise to 6.25 billion by the year 2000 and 8.5 billion by 2025. By then, the vast majority will be persons living in the developing countries. Meanwhile, if the gap between the relatively high standard of living in the Western world and the standard of living in the developing countries continues to widen, the Western world will exert an increasingly powerful attraction on the inhabitants of the developing world. This means that the flow of refugees from the South to the North which we have witnessed since the beginning of the 1980s may steadily increase in coming decades, unless the economic situation of the third world countries improves substantially. To avert this situation, the Western countries have but one alternative, that of cooperating with the developing countries in order to help them to ensure the exercise of eonomic, social and cultural rights by their populations as a whole. Intergovernmental and non-governmental organizations have a significant role to play in this process, and participation by the people is a prerequisite for development.

REFUGEE POLICY GROUP

[Original: English]

[26 June 1992]

1. At the last session of the Commission on Human Rights, the Refugee Policy Group delivered a statement on this subject that urged the Commission to give consideration to the preparation of an annual review of human rights violations in specific countries that are giving rise to mass refugee flows in order to enable the Commission to examine more closely the root causes of refugee flows and to develop strategies to deal with them. It also called upon the Secretary-General to establish direct contacts with Governments of countries from which mass exoduses are originating and noted that holding Governments responsible for mass exoduses is among the recommendations of the Group of Governmental Experts on International Cooperation to Avert New Flows of Refugees.

2. The statement further called for the establishment of an effective early-warning system within the United Nations system to alert the international community to impending refugee flows. It urged that emphasis be given to strengthening the capability of the relevant United Nations agencies, in particular the Centre for Human Rights, UNHCR and the United Nations Development Programme, to enable them to play an active role in identifying situations that could contribute to mass refugee flows and alerting the Secretary-General when action is needed. It also called for strengthened coordination and the creation of a focal point within the United Nations system for policy response. It urged that the office of the Emergency Relief Coordinator should receive and oversee all early-warning information relevant to humanitarian emergencies.